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SURVEY OF THE PREPARATION, PUBLISHING AND PRINTING  
OF EDUCATIONAL MATERIALS FOR THE CARIBBEAN

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This document has been prepared without formal editing. The views expressed are those of the Consultant and do not necessarily coincide with those of ECLAC.

## INTRODUCTION

1. In the last quarter of 1985 when the decision was made to convene a regional meeting on the production of books and related materials, it became clear that the information contained in the two most recent reports on publishing and printing in the region, namely Book Development by Douglas Pearce, published in 1982 by UNESCO (Serial No. FMR/COM/LPE/82/135) and Caribbean Enterprise for the Production and Distribution of Printed and Audio Visual Materials: a Pre-Feasibility Study by Gordon M. Draper published in 1983 by ECLAC (Document CEPAL/CARIB 83/3) needed updating. It was therefore agreed that in preparation for the meeting, Ministries of Education in each of the Commonwealth countries in the region should be invited to complete a questionnaire on the scale of provision of educational materials and on related developments that had taken place over the past four to five years. Accordingly, a questionnaire was prepared for ECLAC who issued it in November 1985 to all CARICOM member countries. In addition, copies of the questionnaire were circulated to other member countries and associate Member States of the Caribbean Development and Co-operation Committee (CDCC) for information.

2. In order to keep the length of the questionnaire within reasonable limits and enable Education Ministries to answer it without recourse to other agencies, four of the six sections of the questionnaire focussed on the provision of printed curriculum materials for schools, and the remaining two the outcome of certain sections of the Pearce report and on regional co-operation. No information was sought on audio-visual aids, computer-assisted learning, the electronic media, cultural materials, or printing facilities and capacity. Participants attending the meeting should bear these gaps in mind. At the same time they should note that no unsubsidised regional or national learning materials project will succeed unless it has a secure base in the provision of books covering the major areas of the school curriculum. For this reason, therefore, the questionnaire's emphasis on curriculum materials can be justified.

3. Completed questionnaires were received from Barbados, Dominica, Guyana, St. Kitts, St. Lucia, St. Vincent and Trinidad and Tobago. In fact Trinidad and Tobago completed two. Though prepared independently they were in accord on most issues. However, they differed to some extent in one or two places, and where this occurred both responses have been entered in the tabular material along with a note drawing attention to the fact. Had multiple responses been received from other countries, it is probable that they too would have displayed similar discrepancies, and the meeting should take this into account when interpreting the results.

4. The lack of response from Jamaica was particularly disappointing. Its Ministry of Education has had a Publications Branch for nearly 30 years. Moreover, the country has recently embarked on a three-year multi-million dollar scheme, largely financed by USAID, CIDA, and UNESCO (in association with UNDP) under which large quantities of certain primary textbooks and workbooks are being printed locally on newsprint. Jamaica should be particularly well placed to contribute to an understanding of the loosely-used term "low-cost" publishing and its various implications.

5. At the time that the questionnaire was prepared, it was hoped that arrangements could be made for most of the countries to be visited so that the situation could be surveyed at first hand and additional material obtained. The visit did not materialise, and this paper has therefore had to be prepared without direct access to on-the-spot information. This limitation should be borne in mind when consideration is being given to the analysis that follows.

### ANALYSIS OF THE QUESTIONNAIRE

6. Section 1 of the questionnaire contained three questions designed to elicit the relationship between the syllabuses used in each country's primary and all-age school system and the curriculum materials prepared to support those syllabuses.

7. Question 1.1 asked whether Education Ministries had devised their own syllabuses in five major subject areas (Reading, Language Arts, Mathematics, Social Studies and Science) or whether they made use of syllabuses devised elsewhere in the West Indies or outside the West Indies. A summary of the responses is shown in Table 1.

Table 1: Syllabuses in Five Subjects Areas and All-Age Schools

Country	Response
Barbados	Nationally-prepared syllabuses for all five subjects and all grades except Reading in grades 7-9.
Dominica	Nationally-prepared syllabuses for all five subjects and all grades, though the curriculum in grades 3-6 in Reading, Language Arts and Maths (and perhaps also Social Studies) is that of the UWI/USAID project.
Guyana	Nationally-prepared syllabuses for all five subjects and all grades except Reading in grades 8-9.
St Kitts	No separate Reading curriculum. Nationally-prepared syllabuses for Language Arts and Maths all grades; Social Studies grades 1-8; Science grades 1-7.
St Lucia	Nationally-prepared syllabuses for all five subjects and all grades.
St Vincent	Nationally-prepared syllabuses for all five subjects and all grades, though Language Arts, Maths, and Social Studies in the 'junior grades' devised in collaboration with UWI/USAID project, and Science with the assistance of UWI.
Trinidad & Tobago	One return says that there are nationally-prepared syllabuses for all five subjects and all grades; the other that some use is made of other West Indian syllabuses in grades 7-9 in Language Arts.

8. The following comments arise out of the information contained in Table 1:

(a) The syllabuses for primary and all-age schools are in most cases prepared on a national basis. Apart from the UWI/USAID project, no significant regional collaboration is recorded. In subjects and grades not covered by the UWI/USAID project, the possibility exists that syllabuses are sufficiently distinct to require the provision of specially devised textbooks and related materials if curriculum objectives are to be met.

(b) All countries other than St Kitts and Trinidad and Tobago would appear to have a reading programme which is additional to that in Language Arts and which, in some cases, continues into the upper grades of all-age schools. Where such a reading programme exists, a separate set of books may be required.

(c) In those countries where all five subjects are taught in all nine grades, there is a case for expecting a minimum of 45 titles to be required - i.e. one title per subject per year. This makes no allowance for choice (for example for slow learners) or for any supplementary material. Assuming, then, a basic requirement of 45 titles, two extreme positions have to be taken into account. At one extreme, given full syllabus integration, 45 titles would suffice for the whole region. At the other, given ten territories acting independently, 450 titles would be required. The regional meeting may wish to examine the implications of both extremes (which are by no means confined to production costs) and consider the extent to which the further harmonisation of national syllabuses would be acceptable on pedagogical grounds.

The next two questions in the questionnaire were designed to ascertain the current level of independence or collaboration in the preparation of curriculum materials. Thus, Education Ministries were asked to say in question 1.2 which materials they themselves had prepared, and in question 1.3 what regional schemes they had participated in. The results are shown in Table 2.

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\* This project has succeeded in involving local participants to such an extent that several respondents to the questionnaire referred to it as both a regional and a national project.

Table 2: Preparation of Curriculum Materials on a National and Regional Basis

Country	National Materials	UWI/USAID (or other regional) Materials
Barbados	None for any subject	Grades 3-6 in Reading, Language Arts, Maths, Science
Dominica	None for any subject	Grades 3-6 in Reading, Language Arts, Maths, Social Studies
Guyana	Reading for grades 1-3 (remedial reading grade 7) Science grades 1-6	No regional participation
St Kitts	All subjects except Reading. Language Arts grades 1-9, Maths and Science 1 and 4-9	Grades 2-5 in Reading, Language Arts, and Science; grade 1 in Social Studies
St Lucia	Unclear, Either all subjects in all grades or all subjects in grades 1-7	Grades 1-4 in unspecified subjects
St Vincent	None for any subject	Unspecified subjects and grades
Trinidad & Tobago	All grades for Language Arts, Social Studies and Science. None for Reading and Maths	Maths for grades 7-9. (Also CARICOM (CARNEID) for Reading and Language Arts grades 7-9; UNESCO for Reading grades 1-6; Carnegie for Social Studies grades 1-6 and Science grades 1-9.

10. The following comments arise out of Table 2:

(a) There is a marked contrast between countries, such as St Kitts and St Lucia, which appear to have prepared their own curriculum materials in all five subjects, and Dominica and St Vincent which have prepared none in any subject. (The Barbados situation is unclear. Its statement that it has not prepared any curriculum materials of its own does not correspond with its answer to question 2.1. See also Table 3. para. 11. below.)

(b) The significance of the UWI/USAID project is again apparent, so much so that participating countries perceive its materials as being nationally prepared as much as regionally-prepared. The fact that Trinidad alone refers to other curriculum materials projects (CARICOM/CARNEID for secondary-reading; UNESCO for primary reading; and Carnegie for Social Studies and Science) may mean that these have been less widely available or less widely adopted than the UWI/USAID project. The regional meeting may wish to consider what further areas of the curriculum, if any, would be suitable for national or regional curriculum materials projects, what resources would be required from outside the region, and where those resources might be obtained.

**Table 3: The Availability of Locally and Regionally Prepared Curriculum Materials in Five Subject areas in Grades 1 -9 of Primary and All-Age Schools**

Subjects & Grades	Locally Prepared Materials by Country						Regionally Prepared Materials Material by Country					
	Barbados	Dominica	Guyana	St Kitts	St Lucia	Trinidad & Tobago	Barbados	Dominica	Guyana	St Kitts	St Lucia	Trinidad & Tobago
Reading	1	A	B		A		A				A	C
	2	A	B		A		A				A	C
	3	A	B		A		A	A?			A	C
	4	A			A		A	A?				C
	5	A			A		A	A?				C
	6	A			A		B					C
	7	A	B		A		B					C
	8	A					B					C
	9	A					B					C
Lan/Ats	1	A			A	C	B				A	C
	2	A			A	C	A				A	C
	3	A			A	C	A	A		C	A	C
	4	A			A	C	A	A		C	A	C
	5	A			A	C	A	A		C	A	C
	6	A			A	C	B					C
	7	A			A	C	B					C
	8	A				C	B					C
	9	A				C	B					C
Maths	1	A			A		B				A	
	2	A			A		B				A	
	3	A			A		B	A		C	A	
	4	A			A		B	A		C	A	
	5	A	B		A		B	A		C		
	6	A	B		A		B					
	7	A			A		B					
	8	A					B					
	9	A					B					
Soc/Sts	1	A			A	A	C				A	A
	2	A			A	A	C				A	A
	3	A			A	A	C	A		C	A	A
	4	A			A	A	C	A		C	A	A
	5	A			A	A	C	A		C	A	A
	6	A			A	A	C					A
	7	A			A	A	C					A
	8	A				A	C					A
	9	A				A	C					A
Science	1	A	B		A	A	B				A	A
	2	A	B		A	A	B				A	A
	3	A	B		A	A	B				A	A
	4	A	B		A	A	B				A	A
	5	A	C		A	A	B				A	A
	6	A			A	A	B				A	A
	7	A			A	A	B				A	A
	8	A				A	B					A
	8	A				A	B					A

A = Widely available in all schools  
 B = Widely available in some school and not in others  
 C = Not widely available anywhere

11. Section 2 of the questionnaire was designed to elicit information on the extent to which curriculum materials are available in schools. The responses are shown in Table 3 on page 6. In analysing them, major uncertainties arose. Thus Barbados, which stated that it had not prepared or commissioned any curriculum materials in any subject or grade (1.2) also stated that such materials were widely available in all subjects and grades of all schools (2.1). They stated further (2.2) that UWI/USAID materials in Reading, Language Arts, Maths and Science were widely available in grades 3-6 in all schools; that Reading and Language Arts materials prepared primarily for use in other West Indian territories were widely available in grades 1-6 and 2-6 respectively (2.3); and that materials prepared outside the West Indies were widely available in all schools in all five subjects in grades 3-9 (2.4). Taken at face value this would suggest, for example, that most grade 4 classes had full sets of Maths materials prepared locally, by the UWI/USAID project, and by one or more foreign publishers either for home use or for use elsewhere in the Caribbean. The same would also be true for Reading and Language Arts. It seems likely that this embarras de richesse is not the true position, and that response B would have been more appropriate. This may apply also to other countries as well, but, assuming their responses to be accurate the situation appears to be as follows:

Dominica is well supplied with UWI/USAID materials for grades 3-6 in Language Arts, Maths, Social Studies (and possibly also in Reading) and with locally-prepared Science materials but nothing else.

Guyana does not claim that any materials are widely available, giving as reasons the lack of paper, inadequate printing facilities, and difficulties of distribution to outlying areas.

Primary and all-age schools in St Kitts are well supplied with nationally-prepared materials in Language Arts, Maths and Social Studies. In addition, nationally-prepared Science materials are widely available in some schools. The UWI/USAID materials are not yet in widespread use but they will be in due course, though whether they will supplant or supplement those already in the schools is not stated.

St Lucia's responses are unclear. They could be taken to indicate that nationally-prepared materials and UWI/USAID materials are widely available in all schools. In addition, supplementary materials published for the region by metropolitan publishers are in common use.

Apart from Social Studies and Science materials, which are widely available in all schools, Trinidad & Tobago does not claim to be well supplied with curriculum materials in other subject areas.

12. The one major comment that arises out of Table 3 is that the degree of subjectivity involved in assessing the scale of provision of curriculum materials in schools is too great for any informed analysis to be made. Accordingly, it is recommended that a spot check of the actual situation should be carried out in grade 2 and grade 4 classes in one or two all-age schools before the regional meeting is held. (See Annex A.)

13. Section 3 of the questionnaire dealt mainly with the procedures adopted by various countries for providing curriculum materials (3.1 and 3.2), with the methods of providing them (3.3), and with government expenditures on providing them (3.4 to 3.7). A summary of the responses to question 3.1 and of some of the accompanying views on the strengths and weaknesses of the various systems (3.2) is shown in Table 4.

**Table 4: Textbook Selection Procedures for Schools**

Country	Primary & All-Age Schools	Junior Secondary Schools	High Schools	Respondents' Views on Strengths and Weaknesses
Barbados	B	-	C	C provides teachers with a measure of professional freedom.
Dominica	A	-	D	No observable weakness.
Guyana	A	A	A	Less costly, but not enough variety.
St Kitts	A	A	C	Standardisation facilitates pupil movement from school to school.
St Lucia	A	A	B	Ensures the right titles are selected throughout the school system.
St Vincent	A	A	A	Textbooks standardised for 3 years. Little attention given to other materials.
Trinidad & Tobago	D/C	B	A	Difficult to alter lists of recommended titles. Schools given free choice may make mistakes.

- A = Titles centrally selected by a committee  
 B = Centrally-prepared lists from which schools make a choice  
 C = Free choice subject to approval by the Education Ministry  
 D = Free choice

14. The responses to question 3.3 indicate that three main systems exist for providing pupils with curriculum materials. These are:

(a) The government provides schools with the materials at no charge to parents/pupils (Category A)



(b) The government operates a loan scheme, making a charge to parents/pupils (Category B).

(c) Parents/pupils buy the materials (Category C1); however, governments in some cases assist very poor children or children on government scholarships (Category C2).

Table 5 summarises the responses.

Table 5: Methods of Providing Curriculum Materials

Country	Primary and All-Age Schools	Junior Secondary Schools	High Schools
Barbados	A/C (Note 1)	-	B (\$20 a year)
Dominica	Unstated	-	C2
Guyana	A	A	A
St Kitts	A	C1	C2
St Lucia	C2 (Note 2)	B	C2
St Vincent	A/C (Note 3)	C1 (Note 4)	C1 (Note 4)
Trinidad & Tobago	A (Note 5)	A (Note 5)	A (Note 5)

Note 1: Government buys textbooks from bookshops and distributes to schools, with parents purchasing workbooks.

Note 2: Parents/pupils buy low-cost materials published by the Curriculum Unit supplemented by imported textbooks.

Note 3: Parents/pupils purchase all except Basal Readers and Maths texts which the Government supplies to infants and lower primary grades.

Note 4: The Government has set a ceiling on booksellers' mark-up.

Note 5: The Government provides annual grants worth \$150 \* to parents of primary children and \$250 to parents of junior secondary and high school children for the purchase of curriculum materials, school uniforms, and related items.

\* Throughout this report where currencies are quoted they refer to local currencies unless otherwise stated.

15. Governments throughout the region might well benefit from a more detailed survey of the advantages and disadvantages of the various systems employed for providing pupils with curriculum materials. Such a survey should take account of such factors as book requirements in relation to curriculum objectives, flexibility of choice, unit costs in relation to individual or bulk purchase, equal opportunities for pupils from rich and poor families, and the cost-effective expenditure of government funds.

16. The actual expenditure of government funds on curriculum materials for the current financial year was the subject of questions 3.4-3.7. The responses are recorded in Table 6 on page 10.

17. These figures raise as many questions as they answer. In particular the scale of expenditure by each country needs to be interpreted in relation to questions 2.1-3.3, and this cannot be done with any certainty. Had on-the-spot enquiries been possible, further information would have been sought on the following points:

(a) Even though Barbadian primary and all-age school children pay for their own workbooks, how has the Government been able to keep its expenditure on textbooks down to \$1.65 a head when schools are so well stocked? Is the actual expenditure on Barbados high school pupils \$35 a head, or is \$20 of this recoverable when pupils pay their loan fee? Is the remaining \$15 a head used to subsidise the loan scheme, or how else is the money used?

(b) Is Dominica's expenditure of approximately \$4 per primary pupil restricted to the purchase of UWI/USAID materials? How many of the 3,345 high school pupils qualify for scholarship support?

(c) Why are primary and junior secondary schools in Guyana so poorly supplied with books when the per capita expenditure on primary children is over \$18 and on junior secondary pupils over \$30? If, as stated in response to question 3.3 (c), the Government of Guyana purchases high school books through a local bookshop and supplies them free of charge, why is a "not applicable" response appropriate to 3.6 (e) and (f)?

(d) St Kitts states (3.3a) that it provides primary and all-age curriculum materials "within" charge to pupils. In view of the expenditure of \$4.4 a head, should this read "without charge"?

(e) Many of the materials used in St Lucian primary schools are produced by the Curriculum and Materials Development Unit and sold at low cost to parents/pupils. To what extent, if any, are the Unit's expenses reflected in the expenditure of \$402,000? Are receipts from sales intended to cover the cost of printing each title, the full production cost of each title (including staff salaries, overheads, amortisation of equipment) or what? What does "low cost" actually mean in practice?

(f) Is St Vincent's expenditure of \$155,000 on primary and all-age materials restricted to the provision of Basal Readers and Maths materials to infants and lower primary grades? Why is \$5 a head spent on high school materials if parents are the purchasers?

Table 6: Comparative Expenditures on Curriculum Materials (1)

Country	Primary and Expenditure		Expenditure Junior	Expenditure	Expenditure	High School	Expenditure	Expenditure	
	All-Age		per pupil	Secondary		per pupil	pupils	per pupil	
	pupils			pupils					
Barbados	30,359	\$ 50,000	\$ 1.65	(2)	-	-	25,701	\$900,000	\$35
Dominica	16,109	\$ 63,000	\$ 3.91	(2)	-	-	3,345	\$ 46,000	\$13.75
Guyana	121,869	\$2,242,066	\$18.4	64,518	\$1,997,622	\$30.96	N/A	N/A	N/A
St Kitts	6,772	\$ 30,000	\$ 4.43	\$1056	\$ 17,000	\$16.1	2,976	\$ 8,000	\$ 2.7
St Lucia	32,383	\$ 402,430 (3)	\$12.43	1,963	\$ 115,800 (3)	\$59	3,067	\$ 35,000 (3)	\$11.41
St Vincent	25,000	\$ 155,000	\$ 6.2	N/A	N/A	N/A	6,000	\$ 30,000	\$ 5
Trinidad & Tobago	168,308	\$2,154,105	\$12.8	37,409	\$417,932	\$11.17	54,608	\$893,174	\$16.36

## Notes:

- (1) All expenditure figures are in national currencies
- (2) There are no junior secondary schools in Barbados and Dominica
- (3) Including equipment and maintenance.

(g) If Trinidad and Tobago provides parents with a grant of \$150 or \$250 per child (see Table 5 note 5) is the expenditure of \$12.8 per primary child, \$11.17 per junior secondary child, and \$16.36 per high school child additional expenditure, and for what purpose is it required?

18. In view of these uncertainties, it is not possible to deduce from Table 6 even an approximation of what a realistic per capita expenditure on materials should be if curriculum objectives are to be met. Some idea of minimum requirements for primary, junior secondary and high school pupils would seem to be useful both for planning and for regional co-operation, and it is therefore proposed that the regional meeting should attempt to formulate them, no matter whether the cost of purchasing the materials is borne by the governments, by parents, or by a combination of the two. In arriving at an approximate annual expenditure per pupil, the meeting may wish to adopt the formula  $\frac{CSN}{LR}$

where C is the average cost of a book, S is the number of subjects studied, N is the number of titles required per subject, L is the expected life-span of a book, and R is the extent to which pupils share books. Two examples will show how the formula operates. The costs quoted are entirely hypothetical.

Example 1 (e.g. a high school)

Each pupil requires two books per year in eight subjects. The average cost of a book is \$20 and its average life-span four years.

In this case the cost of a pupil's material for a year is

$$\frac{\$20 \times 2 \times 8}{4 \times 1} = \$80$$

Example 2 (e.g. a primary class)

Five subjects are taught, each requiring one title. Books are shared between pairs of pupils. The average cost of a book is \$6 and its life-span three years.

In this case the per capita cost is  $\frac{\$6 \times 5 \times 1}{3 \times 2} = \$5$

19. It is perhaps worth noting that by means of policy decisions it is possible to raise or lower each of the factors in the equation. Thus, where books are school property and are not personally owned, one class set may be sufficient for two, three, or even four classes where these exist and the time-table can be constructed to permit this form of sharing. In such circumstances, pupils cannot take copies home - but that in itself has an effect on another factor in the equation, namely the average life-span of a book which is considerably reduced when pupils carry copies to and from school every day. Inevitably, life-span is reduced to a minimum when the decision is made to use workbooks which have to be disposed of when they have been used and cannot be handed on to another pupil. As far as the top line of the equation is concerned, the number of subject areas - and options within those subject areas - made available by a school has a direct bearing on factors S and N. Most attention, however, is likely to be focused on the cost of the books themselves. This cost can be reduced in a variety of ways.

Those proposed by the respondents to the questionnaire are listed in paragraph 32 below. However, when action is being contemplated, certain social, economic and educational implications need to be taken into account as the following examples show:

- (a) Unit costs can be reduced by printing long runs of a few titles rather than short runs of many titles - with the result that schools have few titles to choose from.
- (b) Titles bought directly from publishers/printers cost less than those bought from a bookseller - with the result that booksellers may be forced out of business.
- (c) Publications can be sold at the cost of manufacture - in which case no funds will be accumulated to pay for the preparation of new editions or make provision for the generation of new titles.
- (d) Authors' royalties can be reduced - with the result that people may be discouraged from writing.
- (e) Tenders can be invited for printing new titles or reprinting old ones - with the result that printers may feel too insecure to risk investing in modern book printing machinery or to train their staff in the special skills of book production.
- (f) Books can be printed on cheaper paper, thus reducing their life span. (See also paragraph 31 below.) Other related methods of economising are to print more words per page, thus reducing readability, or to use one colour instead of several, thus reducing a book's attractiveness.
- (g) The content of curriculum materials can be left unchanged year after year, thus reducing editorial and reprint costs; but while this continues, the materials become more and more outdated and less and less relevant.

20. If considerations of this sort fail to be taken into account when decisions on the preparation, production and distribution of curriculum materials are being made, mistakes may occur which have unforeseen but serious consequences for pupils, parents, teachers, taxpayers and one or more sectors of the book industry. Mistakes are virtually certain to occur if any one of the parties involved in the provision and use of curriculum materials takes a decision without reference to the others. Some form of consultative machinery is essential, perhaps in the form of a National Book Development Council (NBDC) in each country. NBDCs have been recommended before, as in the Pearce Report, but as the responses to Section 4 of the questionnaire show, these recommendations have borne little fruit, mainly, it seems, because NBDCs are thought of in terms of imported books and not as having a role to play in the local or regional book industry.

21. Section 4 of the questionnaire was designed to ascertain what national and regional developments had resulted from the report prepared by Mr Douglas Pearce for UNESCO in 1982. The responses to the questions are summarised below.

22. Paragraphs 24-26 of the Pearce report recommended the establishment of NBDCs. Three questions relating to this recommendation were asked in the questionnaire. These were:

Is there a NBDC in your country?

If not, has one ever been proposed in the past?

Is the establishment of a NBDC under current consideration?

Barbados, Dominica, St Kitts, St Lucia, and Trinidad and Tobago answered "No" to all three questions. Guyana had considered establishing one in the past but said it was unlikely to do so until the economic climate improved. St Lucia has the matter under current consideration.

23. Paragraph 27 of the Pearce report suggested that "Ministers responsible for education in the Caribbean should encourage the establishment of associations of writers, translators, publishers, book printers, booksellers and librarians and provide advice and assistance where possible to help solve the problems of existing associations in these fields." In analysing the replies to the two questions relating to this matter in the questionnaire, it was not possible to be sure that Education Ministers had been directly responsible for developments, but Dominica has a writers' guild, established in 1982, which brings together writers of poetry, drama and song; Guyana, and Trinidad and Tobago have library associations, and Trinidad and Tobago also has a booksellers' association. Most countries approved of the idea, but none saw the Education Ministry taking an active role in establishing them, and Barbados specifically said that the initiative should come from the persons involved.

24. In paragraphs 29-34 and 37, the Pearce report advocated as an interim measure the appointment in each country of Book Liaison Officer (BLO) (not as a full-time post) "to act as a catalyst and repository for information to assist in planning for book development and carrying out programmes". The responses to the two questions in the questionnaire on this subject revealed that none of the countries had made such an appointment. Several, however, felt that their textbook committees were fulfilling a BLO function. This may to some extent be true as far as publications for schools or concerned, but book development is a wider issue than that, and the case for a BLO should perhaps be reconsidered. In view of the fact that Guyana reported that its National Commission for UNESCO has been involved in promoting book development for some time, the role that other National Commissions could play in this regard might be worth exploring.

25. Paragraph 35 of the Pearce Report recommended the preparation of a quarterly news sheet covering such matters as local book development events, a list of new books published locally, book reviews, copyright, publishing, bookselling, library work and training opportunities. Only one such publishing venture was mentioned in any of the responses to the questionnaire. This was The New Voices and The New Voices Newsletter, published in Trinidad, which promotes writers, writing and books. In addition, Guyana drew attention to its National Bibliography (which most if not all the other territories also produce.)

However, National Bibliographies are official records of what has been published in a country rather than a popular promotional guide to what is happening in the world of books on a national, regional and wider scale. No indication was given that the preparation of any other news sheet was being actively considered.

26. Paragraphs 43-47 of the Pearce report recommended training courses and workshops to improve skills in editing, book illustration, typography, design and the preparation of specifications for printing books. The questionnaire asked for details of any such courses on a national or regional basis over the period 1982-85. Apart from institutional training in basic printing skills in one country and on-the-job printing training in another, no national training courses were reported. On a regional scale, one country reported that in 1981 a senior executive had attended a four-day seminar in Mexico on new administrative and financial techniques in publishing; one country had sent a representative to a week's workshop in Jamaica in 1985; and two countries had sent representatives to a six-week workshop in St Lucia in 1983 or 1984. No mention was made of anyone receiving publishing training outside the region between 1982 and 1985. From these responses it would seem that publishing training is not readily available, and the regional meeting may wish to consider what training needs exist and how they may best be met.

27. Paragraphs 53-54 of the Pearce report recommended that in order to produce educational materials, small reprographic units should be set up. Two questions in the questionnaire sought to ascertain the current provision. There was no response from Guyana, but every other territory reported the existence of such a unit. It would be most interesting to know to what extent the equipment in these units is compatible so that collaborative publishing on a regional or sub-regional scale could be undertaken by exchanging duplicate offset-litho plates rather than the much more expensive and laborious procedure of shipping the publications themselves.

28. Paragraph 57 of the Pearce report said that: "The need to introduce adequate modern copyright laws for printed materials and to become signatories to the Berne and Universal Copyright conventions has become a book development matter of considerable urgency to the Caribbean territories and should be given early attention by governments." The three questions in the questionnaire on this subject asked if any copyright legislation had been enacted in the period 1980-85; if any such legislation was under active consideration; and if, in the view of the Ministry of Education, copyright legislation was currently a matter of considerable urgency. Only Barbados reported any copyright enactment between 1980-85; only St Lucia and Trinidad and Tobago reported that it was currently being considered; and only St Lucia, St Vincent, and Trinidad and Tobago reported that copyright legislation was a matter of considerable urgency. The regional meeting may wish to express an opinion or whether governments should devote more attention to copyright legislation they appear to be doing at present.

29. Paragraph 73 of the Pearce report said that "Paper required for printing books and other materials should be free of all import duties and taxes, and its supply should be facilitated by governments where possible. Similarly, other printing materials should be freed of taxes and duties." In the questionnaire there were three questions on this subject:

Is a duty or tax levied on paper imported for books and other educational materials?

Is a duty levied on imported printing materials?

Is active consideration being given to abolishing these duties or taxes?

The responses are set out in Table 7.

Table 7: Taxes or Duties on Paper and Printing Materials

Country	Paper	Printing Materials	Considering Abolition
Barbados	Yes (1)	Yes (1)	No
Dominica	No	No	-
Guyana	No	Yes	
St Kitts	Yes	Yes	No
St Lucia	No	<del>Yes (2)</del>	No
St Vincent	No	Yes	No
Trinidad & Tobago	No (3) Yes (3)	No (3) Yes (3)	- No

(1) Not if imported by government.

(2) Stamp Duty of 7% (4% on standardised materials recommended by the Selection Standing Committee). Government organisations exempted.

(3) One of the occasions where the two returns did not correspond.

30. Paragraph 75 of the Pearce report said that in some territories printers had difficulty in obtaining foreign exchange for modern types of machinery and accompanying materials. In response to a question on this issue, only Guyana and Trinidad and Tobago reported the existence of a foreign exchange problem. The regional meeting may wish to consider whether foreign exchange is indeed readily available in the majority of territories.

31. Paragraph 78 of the Pearce report said that considerable savings could be made in local textbook production by using less expensive paper, and suggested that research was needed on the physical life, and desired physical life, of textbooks to assist in selecting the right papers and binding materials and methods. In their questionnaire responses, all but two countries agreed that it would not be difficult to undertake such research, but only two countries - Barbados and Guyana - had carried out such research. Unfortunately, neither gave any details of the methodology of the research, in particular the nature of any controls with which comparisons were made, and nothing is known of the results.



Unfortunately, too, no response was received from Jamaica where some titles originally printed on traditional book paper have recently been reprinted on newsprint and where, it is to be hoped, direct comparisons are being made of the life-span of the two versions. Any results reported by Jamaica will undoubtedly be of considerable interest to the rest of the region.

32. Paragraphs 83-85 reported that some countries in the region imposed a tax on imported books. This was confirmed in the responses received from Barbados, Dominica, Guyana, St Lucia, St Vincent, and Trinidad and Tobago (where however, approved textbooks are exempt). All countries except Dominica and St Kitts were in agreement that the cost of educational books was a major problem, and the follow-up suggestions were made for reducing their cost:

- (a) Abolishing or reducing the taxes on imported books, printing paper and printing materials.
- (b) Importing books directly from publishers.
- (c) Negotiating special shipping rates for books.
- (d) Regional co-operation in textbook publishing.
- (e) Organising the bulk purchase of books jointly with other Caribbean countries.
- (f) Standardising the textbooks used in schools.
- (g) Providing printers with paper at reduced cost.
- (h) Using less expensive paper and materials than are normally used for books.
- (i) Bulk ordering of paper and materials by governments.
- (j) Expanding and updating local printing facilities.
- (k) Sharing regional publishing expertise so as to improve efficiency.

33. Section 5 of the questionnaire dealt with overseas aid. All countries apart from Guyana (which did not answer questions 5.1-5.3) and Trinidad and Tobago reported receiving grants of anything between a few hundred dollars to over \$188,000 (St Lucia) for educational materials. Sources of grants were OAS, UNESCO, USAID, SDA, CODE and BDD. There appear to have been no loans for this purpose. Gifts of printing machinery had been received by Dominica, St Kitts, and St Lucia. Sources were USAID, UNESCO, OAS, OCOD, CODE and CIDA, and items received included duplicators, typewriters, scanners, overhead projectors, radios, a photocopier, a computer and a process camera. All these items were said to have been very useful, and further such gifts would be appreciated in future, particularly to replace old machines which are subject to frequent breakdowns. Barbados, Dominica, Guyana and St Kitts reported receiving very useful gifts of printing paper from the sources already listed for the production of educational materials. Major gifts of educational books had been received by Dominica, Guyana, St Kitts, St Lucia and St Vincent from OCOD, USAID, CODE, Ranfurly, British High Commission, Brother and Brothers Ltd (USA), and the Caribbean Rotary Club. These, too, were found to be very useful. One country added that supplementary readers and science books were welcome at all levels, as were games for nursery children.

Another commented that technical and financial assistance was greatly needed, but decisions on the nature, form and use of such assistance should remain essentially in the hands of national agencies.

34. Section 6 of the questionnaire sought to explore current levels and future possibilities for regional co-operation in the preparation, production, exchange and sale of educational materials for schools.

35. Question 6.1 asked Education Ministries to state the extent of their awareness of what was happening in the preparation, publishing, and printing of educational materials in Barbados, Guyana, Jamaica, Trinidad and Tobago, Cuba and Haiti. There were four possible responses: A = very familiar; B = Not very familiar; C = Know little but would like to learn more; and D = Not interested in learning more. The responses are shown as a matrix in Table 8.

Table 8: Awareness of the Preparation (1), Publication (2) and Printing (3) of Educational Materials in Selected Countries

Responding Countries	Selected Countries								
	Barbados			Guyana			Jamaica		
	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)	(1)(2)(3)
Barbados	- - -	C C C	B B B	B B B	C C C	C C C	C C C	C C C	C C C
Dominica	B B B	C C C	A A A	B B B	D D D	D D D	D D D	D D D	D D D
Guyana	B B B	- - -	C C C	C C C	B B C	C C C	C C C	C C C	C C C
St Kitts	C C C	C C C	C C C	C C C	C C C	C C C	C C C	C C C	C C C
St Lucia	C C C	C C C	B B B	C C C	C C C	C C C	C C C	C C C	C C C
St Vincent	C C C	C C C	C C C	C C C	C C C	C C C	C C C	C C C	C C C
Trinidad & Tobago	C C C B C C	A1 A1 A1 B C C	A A A B C C	- - -	A A A B C C	- - -	A A A B C C	C C C B C C	C C C B C C

Both responses from Trinidad and Tobago have been entered.

A1 refers only to reading

36. Three points about Table 8 merit the attention of the regional meeting. First the level of awareness is generally low with only one

country, Jamaica, being well known to more than one other country. Second, there is a widespread interest in obtaining more information. Third, with the exception of Dominica, all countries would be interested in knowing what Trinidad and Tobago already knows about Cuba.

37. Question 6.2 in the questionnaire took up one of the recommendations of the Pearce report, namely the usefulness of appointing a publishing expert for the region. The tasks that such an expert might undertake and the number of responses to the value of each of them are set out in Table 9.

Table 9: Functions of a Regional Publishing Expert and their Usefulness

<u>Functions</u>	<u>Number of Responses</u>		
	Very Useful	Useful	Not Useful
Organising workshops for writers	8	0	0
Organising workshops for editors	7	1	0
Helping authors and editors to prepare materials for publication	6	2	0
Providing management training for publishing houses	5	2	1
Strengthening links between publishers and printers	3	4	1
Preparing a regional newsletter on book development	6	2	0

38. Four further functions were proposed for the expert. These were conducting sessions on textbook evaluation and selection; assisting in printing national curriculum guides; developing low-cost publishing; and making a survey of facilities.

39. Question 6.4 in the questionnaire took up in a similar way another of the Pearce report's recommendations, this time the appointment of a publishing and printing expert for the region. The responses are set out in Table 10.

43. Forms of co-operation which individual countries would be least likely to support are those that promote "foreign" cultural values; "anything that involves the expenditure of foreign exchange"; the establishment of a single regional centre for preparing, publishing or printing educational material; and setting up a reprographic unit. These comments would seem to provide a useful backcloth to the meeting's discussions on future directions for regional co-operation.

John MacPherson

20 March 1986

## ANNEX A

### SPOT CHECK ON BOOK PROVISION IN GRADE 2 AND GRADE 4 CLASSES

1. Grade level of class.....
2. Number of pupils enrolled in the class .....
3. Language Arts books used by the class .....
- 3.1 Main title in use (i.e. largest number of copies) .....
- .....
- 3.2 Textbook or workbook .....
- 3.3 Written locally; elsewhere in the region; or outside the region .....
- 3.4 Published locally; elsewhere in the region; or outside the region.....
- 3.5 Printed locally; elsewhere in the region; or outside the region .....
- 3.6 Number of copies available in the classroom at the time of the check.....
- 3.7 Number of copies of other Language Arts titles available to the class.....
4. Mathematics books used by the class .....
- 4.1 Main title in use (i.e. largest number of copies).....
- .....
- 4.2 Textbook or workbook .....
- 4.3 Written locally; elsewhere in the region; or outside the region .....
- 4.4 Published locally; elsewhere in the region; or outside the region.....
- 4.5 Printed locally; elsewhere in the region; or outside the region .....
- 4.6 Number of copies available in the classroom at the time of the check.....
- 4.7 Number of copies of other Maths titles available to the class.....

5. Social Studies books used by the class

- 5.1 Main title in use (i.e. largest number of copies) .....  
.....
- 5.2 Textbook or workbook .....
- 5.3 Written locally; elsewhere in the region; or outside the region .....
- 5.4 Published locally; elsewhere in the region; or outside the region.....
- 5.5 Printed locally; elsewhere in the region; or outside the region .....
- 5.6 Number of copies available in the classroom at the time of the check.....
- 5.7 Number of copies of other Language Arts titles available to the class....

SUPPLEMENT TO THE SURVEY OF THE PREPARATION, PUBLISHING AND PRINTING OF  
EDUCATIONAL MATERIALS FOR THE CARIBBEAN REGION

Subsequent to the preparation of the discussion paper for the regional meeting, completed questionnaires were received from Suriname and from Curacao on behalf of the Netherlands Antilles. The main points of the two returns are set out below.

Suriname

1. Suriname has Ministry-produced syllabuses for grades 1-6 in reading and language arts and for grades 3-6 in social studies and science. Accompanying curriculum materials are widely available in all schools. A new mathematics syllabus is being prepared. In the meantime imported books are used. Because the language in use is Dutch, Suriname has not participated in any regional curriculum materials scheme.
2. Books are provided without charge to primary pupils at a cost to government of about US\$1.5 per head per year. Grants of about \$40 and \$100 are made to parents of junior secondary and high school pupils respectively for the purchase of curriculum materials.
3. No copyright legislation has been passed since 1980, and none is contemplated. No duties are charged on imported books, book paper, or printing materials. As part of the Suriname-Dutch Development Treaty of 1981 the Dutch Government provided a grant for the provision of educational materials, but withdrew again in 1983. If the treaty is not renewed, loan funds from IDB will be used. Gifts of machinery to equip a reprographic unit have been received from OAS.
4. Suriname knows a little, and would like to know more, about the preparation of educational materials and their printing in Barbados and Haiti, and about publishing in Jamaica. All five of the tasks proposed for a regional publishing expert would be very useful. The upgrading of curriculum expertise is the Ministry's highest priority.

Netherlands Antilles

5. The Netherlands Antilles differ from other countries in that about 80% of primary and secondary schools are private (Roman Catholic) and are operated by school boards which have a constitutional right to prepare their own curricula and select their own curriculum materials, most of which come from Holland. School boards are given a subsidy to enable them to buy textbooks in bulk from local bookshops. Primary pupils get them free. Secondary pupils pay for them, though some assistance is provided for those who are unable to do so. In 1982, per capita expenditure for primary pupils was NAf1 40 (US\$22) and for junior secondary pupils NAf1 63 (US\$35). In 1985 it was NAf1 52 for high school pupils.
6. The most significant recent initiative is the preparation of a set of textbooks for grade 1 classes to support the teaching of Papiamentu which is being introduced as the mother tongue in August this year.
7. No copyright legislation has been enacted since 1980, and none is contemplated though the Department of Education is preparing a proposal on the subject. Imported books are exempt from tax; printing materials are not. The cost of books is perceived as being very high, but no suggestions are made for reducing them. No grants or loans for the provision of educational materials, paper, or printing machinery have been received since 1982, and there have been no major gifts of educational books. Interest exists in what is happening in the

preparation, publishing and printing of educational materials in the region, though little is known about developments in any other country. Workshops for editors, management training for publishing houses, and the preparation of an inventory of printing facilities in the region are the tasks most required of a regional publishing expert should one be appointed.

8. A report on book development in Curacao, prepared by Patricia Patterson in 1984, recommended that in view of the small market (22,000 pupils in primary and all-age schools, and 7,000 in the secondary system) investigation should be made of the possibility of co-publishing some titles for schools. In its response to the questionnaire, the Department of Education says that it would like to explore this possibility, using existing illustrative material with varying text.

J.M.

14 April 1986



**PREPARATION, PRODUCTION, PRINTING  
AND  
SUPPLY OF EDUCATIONAL MATERIALS IN JAMAICA**

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**1986**

PREPARATION, PRODUCTION PRINTING  
AND  
SUPPLY OF EDUCATIONAL MATERIALS IN  
JAMAICA

Before 1978 schools in Jamaica were supplied with materials which were in the main part supplementary reading materials.

The Majority of textbooks in primary and all-age schools were written and published abroad.

In September, 1978, a complete and integrated language programme was introduced into the schools. A set of readers, story books, work-books, wall charts and detailed teachers' guides have been distributed to all Primary Grades. The programme was specially designed for Jamaican children, making use of scenes, incidents and experiences familiar to them. It is aimed at developing their language skills and to explore and expand their vision of the world in which they are growing up. This series was developed for grades 1-3.

In September 1980, a reading programme for grades 4-6 was introduced, funded jointly by the Organisation of American States (O.A.S) and the Government of Jamaica. The Programme was developed to complement the earlier series for grades 1-3. This series seeks to continue the vocabulary and approach in the earlier series, and has been developed on a multi-level basis so that children in each grade can fit anywhere depending on their attainment levels.

During the past five (5) years, intensive work has been done on curricular development for primary schools. For these curricular designs, emphasis has been given to the integrated approach and development of basic skills through a discovery process. A standard curriculum is now being implemented at grades 1-6 and in all public institutions. Curriculum guides, one for each grade, have been distributed to all public schools.

- iii) Materials are presently being developed with the assistance of the World Bank to supply areas not presently being provided for, such as Science and Social Studies. The materials are needed to support the new curriculum which has been recently introduced in the primary grades (Grades 1-6).

However it has been critically apparent that the supply of materials has not been adequate for the system. As a consequence a thrust in textbook development has to be based on the need to provide students with an adequate supply of relevant instructional materials.

Because of inadequate budgetary allocation the Ministry of Education, up to 1984, had been able to provide instructional materials in Mathematics only to Grades 1 and 2. These materials were purchased from a commercial publisher at a discount of about 25% of the commercial price. Mathematics books in those grades were sometimes supplied at a ratio of one per student. Language Arts textbooks bought on a similar basis were supplied at a ratio of one book per two students in Grades 1-3. To achieve the ratio of one book per student for Mathematics and one book per student for Language Arts, the Ministry distributed 60,000 to 65,000 copies per year for Mathematics and 30,000 - 40,000 for Language Arts.

The commercial prices for these books were:

Mathematics	-	J\$3.15 each
Language Arts	-	J\$3.90 each

The Doctor Bird Series were supplied in the form of kits and were distributed at a ratio of one kit per two grades which worked out at approximately 1 book to 5 students. The quantities distributed annually amounted to 10,000 per book.

The budgetary provision for textbooks for the past 5 years amounted to \$642,736.00 for 1980/81, \$895,000.00 for 1981/82, \$841,000.00 for 1983/84, \$800,000.00 for 1984/85 and 1985/86.

The high costs of books hindered the Ministry from providing each child with his/her own book and limited the purchasing power of the funds provided. It should be noted that there were no continuous supply of Mathematics texts to Grades 3-6.

The inadequate supply of learning materials to Primary Schools and the considerable rise in the cost of textbooks has been an increasing obstacle to government's declared policy of improving the quality of Primary Education.

In 1984, the Gleaner Company, a local newspaper publisher, advised the Government of Jamaica that in September of that year, it would celebrate its 150th anniversary of continuous newspaper publication in Jamaica and wished to do something for education to commemorate this Anniversary by producing educational materials at a much reduced cost.

The Government in response accepted the Gleaner's offer and proposed that the Gleaner explore the possibility of providing cheaper textbooks on newsprint over a period of time. The Gleaner Company responded favourably to this proposal and agreed to do so on terms laid down by the Government.

It agreed to undertake responsibility for the following activities:

1. Print books selected by the Ministry of Education.
2. Negotiate the payment of royalties.
3. Print the textbooks on superior quality newsprint (52 gsm) with a card cover 220 gsm paper or 8-10 points card (cis).
4. Retain at least one other colour in the printed text.
5. Retain the original colour coding patterns and design on the textbooks covers as far as is technically possible.
6. Be responsible for warehousing and distribution to schools.
7. Assist the Government in mobilising private sector support.
8. Print the full number of books required by the Ministry of Education and make every effort to supply the books by September 1984.
9. Ensure that the books meet minimum standards of quality.

An output of 2.6 million books met the demand of approximately 350,000 pupils on enrolment in All-Age and Primary schools throughout the island.

The Doctor Bird Series consists of 34 titles and were combined in 18 books hence the total number printed were 1,080,000. The 96,000 copies of Teachers' Manuals met the demand of the approximately 6,000 Teachers.

All books were printed on 52 gsm news print and were of standard 9" x 6" dimensions. Printing and distribution was carried out through contractual arrangements with the Gleaner Company Limited. While the Gleaner Company undertook the printing and distribution they sub-contracted the covers and binding to a reputable firm. The books which were printed were those already developed and were being used in the Primary and All-Age schools. (See Appendix I). Exception to this was the Mathematics text which was being sold in Caribbean Islands but which had not yet been used in Jamaica.

The alternative method was to continue the Ministry of Education on-going arrangements with a number of local printeries whereby smaller lots of superior quality books were printed annually. Because of the higher cost for superior quality and the small volumes being printed, this arrangement did not permit the production and distribution of quantities adequate to meet the ratio of one book per child. It is because of these constraints that the arrangement with the Gleaner Company was proposed for this project.

The Canadian Organisation for the Development of Education (CODE) donated 400 metric tons of newsprint per annum during 1984 and 1985 for the printing of the textbooks. Contributions to the project for 1984 and 1985 were as follows:

	<u>1984</u>	<u>1985</u>
	<u>J\$ Million</u>	<u>J\$ Million</u>
1. CODE	1.2	1.2
2. GTZ	-	1.0
3. Local Private Sector Companies	0.5	0.35
4. Ministry of Education	0.8	0.8
5. UNESCO AGFUND	0.3	0.472
6. USAID	1.0	1.0
	<hr/>	<hr/>
<u>Total</u>	3.8	4.722
	<hr/>	<hr/>

USAID and CODE have indicated their intention to contribute to the project until 1988.

For the past two years books have been distributed to all students in the primary grades (Grades 1-6). The project has been well received by students, parents and teachers.

As a result of an on-going evaluation of the project measures are being implemented to improve delivery and distribution. With the assistance of USAID an in-depth evaluation of the project will take place in 1986 which will provide information which will assist in the institutionalization of the primary textbook programme.

## FUTURE PLANS

### Instructional Materials at the Primary Level

It is envisaged that the Primary textbook project will help to standardise the type of instruction given to Primary School Students in Jamaica.

In subsequent years the number of books will be increased to cover subject areas such as social studies and science.

The Primary school system will in time use locally written and published books which will reflect the Jamaican culture and values.

### Instructional Materials at the Secondary Level

With the impending rationalisation of all secondary schools in Jamaica, a common core curriculum is being developed for Grades 7-9.

When this curriculum is in place, schools will be given recommended book lists. There are no plans by the Ministry of Education to develop material at this level as it is thought that there are enough books published by commercial publishers for this level of education.

However in Jamaica, there is a large remedial group at this level and under a OAS assisted programme, reading materials will be produced for grades 7-9. This project will start in 1986 to be completed in 1987.